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ABSTRACT

This report of the Master Plan Committee on Social Work Education is part of Phase III of the Illinois Statewide Master Plan for Higher Education dealing with graduate and professional education. Part I presents an overview. Part II gives a brief description of social work and a statement of the problem. In Part III the social work manpower in the state is reviewed, status and quality considerations are discussed, the Social Work Agency Survey is described, and supply versus demand outlined. Parts IV, V, and VI discuss the need and make recommendations respectively for doctoral, master's degree, and undergraduate--including community college--level education. In Part VII recommendations are made for enrollment expansion, including recruitment, student financial aid, and general education support. Parts VIII, IX, and X discuss the need and make recommendations for (1) continuing education, (2) research and innovation, and (3) the establishment of a Social Work Advisory Committee. The appendix presents (1) a breakdown of national manpower needs in social work, and (2) the Social Work Agency Questionnaire. (AF)

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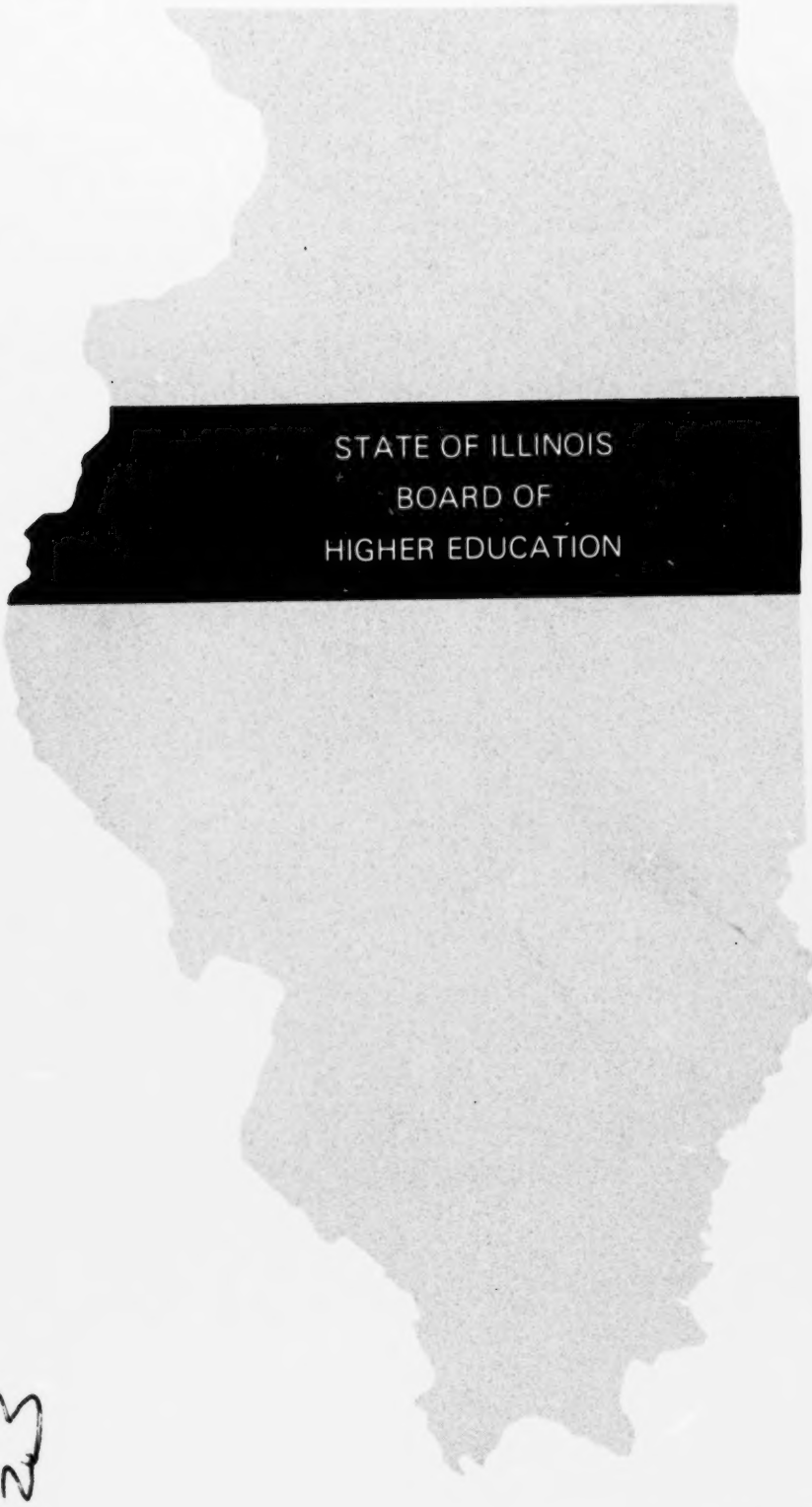

SOCIAL WORK EDUCATION

MASTER PLAN
PHASE III
COMMITTEE

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JUNE, 1969

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REPORT OF MASTER PLAN COMMITTEE

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SOCIAL WORK EDUCATION IN ILLINOIS

A report to the Board of Higher Education for its use in developing "Master Plan - Phase III" for higher education in Illinois. This report is the work of the study committee and is NOT the work of the Board or its staff.

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Armin Ripplemeyer
Regional Director
State Department of Public Aid
Belleville, Illinois

[a] Replaced William Robinson, February, 1969.
Mrs. Dorothy Woods assisted and occasionally substituted for Miss Johnson;
Harold Boysaw assisted and occasionally substituted for Mr. Daniel.

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I. OVERVIEW

This is the report of the Master Plan Committee on Social Work Education, appointed in April, 1968. This committee, with others, is advisory to the Board of Higher Education in the development of Phase III of the Statewide Master Plan for Higher Education dealing with graduate and professional education. Academic personnel in the field of social work education from both public and non-public higher education institutions, and staff members of public and voluntary agencies in social welfare comprised the Committee.

The charge given to the Committee by the Board was in the form of suggested broad questions. In general, the Committee was asked to determine manpower trends and needs in social work in Illinois, to recommend how professional manpower deficiencies should be met, and to suggest guidelines for the future development of graduate and professional social work education.

The problem, as determined by Committee deliberation, supporting studies, and review of the literature, centered around the massive and urgent shortages in manpower in the field, especially at the pivotal professional level.

The principal findings of special surveys and a thorough review of secondary data revealed that Illinois shared a critical national manpower situation in which the need will continue to run away from the supply unless immediate and drastic steps are taken. For example, the Committee found that as of April, 1969, there was an estimated *minimum* of 700 vacant positions requiring the master's degree in social work. In comparison, the four schools of social work in Illinois together will graduate about 420 such persons this academic year. Further studies indicated that projected needs will escalate much faster than current projections of number of graduates.

Other vital issues and problems currently matters of great concern to the profession, the agencies, and the clientele were also discussed at considerable length. While most of the recommendations herein deal with improving the manpower situation, others pertain to the maintenance of quality in social work education, articulation between the educational programs and job requirements, and other important topics. Also, since the Committee early determined that the professional level of education could not be dealt with in isolation, many recommendations relate to other levels of education.

The Committee urges that, if the Board finds it necessary to select some recommendations over others for implementation, the following order be considered: (1) The group of recommendations aimed directly toward increasing the manpower supply, (2) those recommendations which establish the Social Welfare Educational Research Bureau, (3) those which establish the Advisory Committee, and (4) others, as the Board may decide.

II. BACKGROUND AND STATEMENT OF THE PROBLEM

The Master Plan Committee on Social Work Education (Committee S) is one of eight committees appointed as of December, 1968, to assist the Board of Higher Education in the development of Phase III of the statewide Master Plan for Higher Education dealing with graduate and professional education.

Background

The following brief description of social work provides a setting for the findings and the recommendations in this report. The focus of contemporary social work is on those conditions that characterize today's social scene: urban crisis, poverty, civil strife, and irrational waste of human resources.

Once thought of primarily as the profession that administers relief to the poor, social work has broadened its attack on social ills to include the full range of troubles that deny people useful and productive lives. Social workers relate to physically, emotionally, and mentally ill people; they provide services to neglected and deprived children, counsel families on marital problems and those of parent-child conflict, help correct and prevent delinquent behavior and criminality, and help people fight poverty. Social workers are among society's chief agents in mobilizing health, education, and welfare services to help people solve their social and economic problems. They also assist communities in studying the social problems in their environment and in planning social services to meet them.

The lives of people in trouble are marked by a complex of social, personal, and economic problems. Poverty, for example, is usually related to such problems as illness, disability, inadequate education, discrimination, social isolation and alienation, and delinquency and crime.

If society is to be successful in solving the pervasive racial conflict and other social ills of the day, adequate social services will be needed to accompany educational, health, and employment and income support programs. Thus, the quality and the quantity of social work personnel are central in our plans for attacking the current problems of society. In turn, solutions to the social work manpower problem are dependent upon the response the educational system can make to the steadily increasing need for personnel in the social services.

The Problem

It was assumed initially that the Committee would deal primarily with inadequacies in social work manpower in Illinois. Consonant with the emphasis of Master Plan III, the focus would be on the graduate and professional levels, but would also include other interrelated levels.

Committee S, along with the other committees, was given by the Board a general charge that included calling attention to the following four questions:

1. What are the trends, present and future, in the supply and the demand for Illinois professional personnel in the field of social work?

2. If the supply is insufficient, how should the production of professional personnel be increased?

3. How can graduate and professional education in this field be improved?

4. What guidelines are recommended for statewide development of graduate and professional education in this field by 1980?

In the initial meeting, these questions were presented to the Committee as a "suggested list of questions to guide it toward the critical issues to be considered, but not to limit its scope of inquiry." As the contents of this report show, the list was indeed regarded as suggestive rather than prescriptive.

Social work was selected by the Board as one of the first professional fields to consider in Master Plan-Phase III (MP III) because preliminary investigation by the Board staff revealed that Illinois shares in the critical national manpower shortage, especially at the professional level.

In keeping with Board of Higher Education policy, it was determined that each Committee member would have knowledge and experience from a position or responsibility that has a statewide concern for problems and solutions; but he would not speak as a representative of any agency, institution, or special interest. All of the recommendations in this report, and the report in its totality, represent majority agreements of the Committee. Consensus was reached on most, but not all, points.

For efficiency of operaton, the Committee at the outset agreed upon several basic points:

1. A principal concern would be supply and demand in the field. The basic orientation of MP III prescribed that the primary emphasis would be on the professional and graduate level. However, since it was clear that the professional manpower situation is closely interrelated with all other workers in the social welfare field, attention would be turned to other segments of social work manpower in addition to the professional.

2. For the purposes of this report, operational definitions of social work and social workers would be used. Social work is defined as a profession concerned with the restoration, maintenance, and enhancement of social functioning.[1] Social workers are persons employed by social welfare agencies and institutions in administrative, supervisory, or direct service capacities. Social workers are differentiated in this report primarily by level of educational attainment. The terminology used is as follows:

   a. *Graduate professional social workers* are those with the generally accepted credential of a graduate degree in social work, predominately the Master of Social Work degree (MSW), and include those with doctorates.

   b. *Baccalaureate social workers* are those with baccalaureate degrees, most often in service-oriented capacities supervised by professionals.

   c. *Social work technicians* are those with lesser educational attainment, usually providing auxiliary services to clients or working as assistants to persons at the other two levels.

The Committee was not unaware either of the limitations of such "working definitions or of the present strenuous efforts by scholars in the field to derive satisfactory epistemological definitions. The course agreed upon was taken in view of the time limitations placed upon the Committee's work and the urgency of the manpower needs in Illinois. Furthermore, the field is at present in a state of such flux that philosophically acceptable definitions might well require modification in a very short time.

[1] Adapted from the "Official Statement of Curriculum Policy for the Master's Degree Program in Graduate Professional Schools of Social Work," October, 1961, Council on Social Work Education.

III. SOCIAL WORK MANPOWER IN ILLINOIS

This section deals with two main aspects of the manpower situation. The first part describes and analyzes secondary data on the national and the state level and includes findings from a statewide agency survey of manpower needs conducted especially for the use of this committee. The second part provides a brief description of enrollments in the Illinois graduate schools of social work.

Overview of the Manpower Situation

The Committee concurs with the general statement by Feldstein:

> To any one familiar with the human services, statistics on the critical nature of the manpower situation must be redundant. At least since *Closing the Gap in Social Work Manpower*[2] was issued in November, 1965, it has been clear that the need for social work personnel continues to run away from the supply.[3]

Redundant as the expression of need for more professional manpower may be, the Committee feels it important to review the salient features of the need in order to fully buttress the recommendations that follow.

As indicated in the previous chapter, the Committee included all levels of social work education and professional function in its purview; however, in line with Master Plan III, it focused primarily on the professional (MSW) level.

The dimensions of the manpower shortage are extremely formidable and challenging. The two most important and influential national organizations in the field of social work, the Council on Social Work Education (CSWE) and the National Association of Social Workers (NASW), formed a joint Ad Hoc Committee on Manpower Issues in 1967. One year later, after carefully examining all sources of data and deliberating in numerous sessions, the Ad Hoc Committee reported that compared with the 115,000 persons engaged in social welfare in 1960 (20% of whom held the MSW), 300,000 would be needed by 1970 and that the percentage of MSW's available at that time will be approximately 15%.[4]

The present and projected shortage in manpower applies to every major area in the field of social work: public family welfare, child welfare, juvenile court work, services to the aging, school social work, mental health, and voluntary agencies of all types. A description of national needs by agency and level is given in Appendix A.

As shown in Table 1, Illinois occupies an intermediate position of need for social workers as compared with other large states. It is interesting to note that the deficit between the number of social workers needed and the number then employed was 79,499. In that same year, the number of social work graduates from schools in the United States was only 2,984.

The national picture of supply in relation to demand at the present time is very bleak. A 1967 report issued jointly by the National Association of Social Workers and the Council for Social Work Education stated that:

> Under the best conditions, social work education cannot now fill the void. At the

2 U.S. Department of Health, Education, and Welfare, *Closing the Gap in Social Work Manpower*, Report of the Departmental Task Force on Social Work Education and Manpower (Washington, D.C.: Government Printing Office, November, 1965).

3 Donald Feldstein, *Community College and Other Associate Degree Programs for Social Welfare Areas* (New York: Council on Social Work Education, June, 1968), p. 1.

4 "A Plan for Resolving the Manpower Issue," Delegate Assembly (1969) Materials, *National Association of Social Workers News*, February, 1969, p. 39.

very least, 30 new graduate professional schools must be created and the enrollment of present schools enlarged 50% in the next decade. [5]

The inadequacy of the supply persists despite a doubling of the master's degree program and its output since 1955. Post-masters' and baccalaureate programs have also grown dramatically but to a lesser extent than masters' programs.

TABLE 1

SOCIAL WORK MANPOWER ESTIMATES IN SELECTED AREAS, 1965 [a]

Area	1965 Estimated Population	Master's Degree Social Workers Needed	Professional Social Workers In Area	Per Cent Deficiency	1966 Social Work School Enrollment Total	1966 Social Work School Enrollment No. per 100,000 Estimated Population 1965
Total U. S.	193,815,000	121,131	41,632	66.2	9,560	4.9
California	18,602,000	11,620	4,763	59.0	614	3.3
New York	18,073,000	11,296	7,355	34.9	1,548	8.6
Pennsylvania	11,520,000	7,200	2,670	62.9	490	4.3
Illinois	10,644,000	6,653	2,600	60.9	637	6.0
Texas	10,551,000	6,594	974	85.2	166	1.6
Ohio	10,245,000	6,403	2,128	66.7	330	3.2
Michigan	8,218,000	5,136	2,040	60.3	762	9.3
Massachusetts	5,348,000	3,343	2,008	39.9	470	8.8
Missouri	4,497,000	2,811	1,271	54.8	431	9.6
Wisconsin	4,144,000	2,590	1,016	60.8	298	7.2

[a] From a report of the Council on Social Work Education and the National Association and the National Association of Social Workers, April, 1966.

Status and Quality Considerations

The Committee was acutely aware of the current ferment in the field regarding questions of what levels of education and job function comprise professional status. Indeed, these considerations were a basic underlying theme throughout many of the Committee meeting discussions. The report of the Ad Hoc Committee on Manpower Issues cited above revealed that this is a vital issue in both the National Association of Social Workers and the Council on Social Work Education:

> The manpower problem is not merely one of the shortage of qualified, professional social workers, critical as this shortage is. It also involves increasing the manpower pool by sanctioning the use of additional personnel who are able to provide needed and meaningful service and according them appropriate participation and status within the organization and structure of social service. [6]

[5] National Association of Social Workers and Council on Social Work Education, "Your Stake . . . in the Social Work Manpower Crisis," pamphlet.

[6] "A Plan for Resolving the Manpower Issue," p. 36.

The issues of (1) whether the status of "professional" should be enlarged to include persons with less than two years of graduate education and (2) how to accomplish such enlargement are extremely controversial at the present time. Committee S early decided that, while its mixture of academic officers and faculty in schools of social work and agency personnel at the local, county, state, and federal levels afforded a chance to review the issue, a resolution could not be achieved within the time and resources allowed the Committee for its work. On the other hand, it was decided that the Committee could produce recommendations that would be effective in meeting the Illinois social work manpower crisis on its present terms. As will be seen, the Committee also recommended a device that could deal with the underlying critical issues in the future.

The field of social work is also embroiled in another controversial issue, commonly termed the "quantity-quality dilemma." The Committee agreed that the problem was not how to achieve one at the expense of the other, but how to achieve both. In general, the Committee subscribed to the view of Arnulf Pins, Executive Director of the Council of Social Work Education:

> There are some who urge that in view of the critical manpower shortage in social welfare, the efforts to increase quantity should be given the major or even primary attention by schools of social work, social work practice, and the Council on Social Work Education. Others caution that the complexity of individual and social problems and the broadened responsibilities and opportunities for social workers demand that protection of quality be our key objective.
>
> The reality is that we do not have the luxury of either choice. . . . our need for large numbers of social workers should be no excuse for lessening our concern about quality; nor should our commitment to quality become an excuse not to work on expanding the quantity.
>
> . . . . . .
>
> Let us not set up unreal, unnecessary, and impossible choices. We need both more and better social workers. [7]

Of course, recognition of the dilemma does not constitute solution. As will be seen, the Committee attempted to deal with the problems of maintaining quality while expanding the supply of social workers by urging reliance on professional standards and mechanisms available through the professional organizations and by recommendations affording adequate funds for social work education in Illinois.

Again, the mixture of academic and agency representation on the Committee provided a strong temptation to undertake a resolution of the quantity-quality dilemma as well as the issue of broadening the status of "professional" to persons with less than a graduate degree. The Committee wrestled with these problems time and again; polemic points of view were stated and discussed at length. However, it was soon realized that while the ultimate resolution of these issues is vital to the profession and the public it serves, the urgency of manpower needs in the present context can not wait.

The Illinois Social Work Agency Survey

Shortly after the Committee was formed in April, 1968, and during the time when plans were being made for gathering manpower data, it was discovered that the Welfare Council of Metropolitan Chicago was planning to conduct a survey in Cook, Lake, and DuPage Counties of all public and voluntary agencies that employed social welfare workers. Through the splendid cooperation of the Council staff (especially their Research Director, Dr. Sidney Zimbalist), the opportunity arose to conduct a thorough agency survey on a statewide basis through joint effort of the Council staff and the staff of the Board of Higher Education assigned to the Committee:

The purpose of the survey was defined as providing information regarding the supply and demand for social welfare personnel as a basis for projecting future trends in educational requirements for graduate, undergraduate, and in-service training programs.

A specially designed questionnaire was developed. Since the Welfare Council's intended use of the data was much broader than that of the Committee, a special insert accompanied the questionnaire, to agencies in Cook, Lake, and DuPage Counties. Other than this, the same data-gathering instrument was used for all public and voluntary agencies in Illinois.

[7] Arnulf M. Pins, "Current Realities and Future Opportunities for Social Work Education," *Education for Social Work*, Spring, 1967, p. 57.

A comprehensive list of Illinois agencies employing social workers was compiled from the Illinois Directory of Health, Education, and Welfare Resources; the Social Service Directory of Metropolitan Chicago; and a list of institutions approved by the Illinois Department of Children and Family Services. In the case of the Department of Public Aid, information was sought and obtained from the State Department rather than from each individual county department except for Cook County. Another exception to direct contact with each individual agency or facility was replies sought and received from the district or regional offices of the State Department of Children and Family Services, each of which covered a set of separate facilities. The questionnaire used jointly by the Council and the Board is shown as Appendix B.

The questionnaires were mailed during the last week of October, 1968. A follow-up was made only of large agencies known to employ social welfare workers. The overall rate of return was 252 of 662 mailed or about 38 per cent. Although this percentage is a minority of agencies, it includes a substantial majority of social workers for the following reasons:

1. The original list cast a very wide net over all agencies that might conceivably employ such personnel; thus, a high rate of nonreturns was expected.

2. Vigorous follow-up procedures with agencies known to employ large numbers of such workers resulted in replies from all of them.

3. The coverage of the three largest state departments resulted in total coverage of all facilities except for one in the Chicago area.

4. The total number of full-time workers in the Chicago area accounted for by the returns was much greater than that reported in previous censuses of social welfare manpower.

It is evident from perusal of the questionnaire that the completed survey provided a comprehensive and intensive survey of agency manpower needs, plans for differential utilization of personnel, and other topics. The Welfare Council plans to publish a complete report of the survey results in the summer of 1969. For the purposes of this report, the following highlights are presented (with permission) because they are particularly pertinent to the objectives of the Committee:

1. The 252 reporting agencies listed a total of 13,265 social welfare budgeted positions in November, 1968. Of these, 10,585 were filled by full-time employees. (Note: See page 1 of the questionnaire in Appendix B for the definition of "Social Welfare Workers.")

2. There were 1,441 full-time vacancies reported or about 10.9 per cent of the total number of budgeted positions. It is interesting to note a striking difference between the percentage of vacancies in the Chicago Metropolitan Area (8.5%) and those downstate (20.2%).

3. Of the full-time workers (or position educational requirements), 1,882 (17.8%) had the MSW, and 248 (2.3%) had a different master's degree or a doctorate.

4. Of 205 agencies responding to the question, 144 estimated that one half or more of their MSW workers received their degrees from Illinois universities.

5. Of the 1,441 vacancies reported, 403 (28.0%) were in the MSW category. Again, it is interesting to note a sharp difference between the percentage in the Chicago Metropolitan Area (18.1%) and the downstate percentage (27.4%).

6. Barely one third of the reporting agencies were able to predict their needs for the following year. Of these, just about one half (173) of the 330 additional positions anticipated were for persons holding the MSW.

Two salient interpretations are that the most critical category of manpower need is at the MSW level and that while the needs in the Chicago Metropolitan Area are critical, the situation in

Illinois outside of this area is twice as bad. Furthermore, the researchers were convinced, through examination of the "open-ended" responses (see question #22 in the survey form, Appendix B) that the listing of vacant positions at the master's degree level was unquestionably a *substantial underestimate.* Many of the agencies, especially downstate, pointed out that, although the need has long existed, they no longer budget for positions at the MSW level since it has been impossible to fill them for several years. Such unfilled positions become vulnerable in time and are often simply excised from the agency budget. To avoid losing funds for personal services from their budgets, these agencies have either ignored or deleted MSW requirements for the vacant positions, although some of these positions continue to specify graduate professional education as an essential educational qualification.

The figures highlighted above should be regarded as very conservative approximations of the need. They do not include data on turnover (certainly not less than 10% per year), migration (Illinois, in common with other states in the Midwest, is losing all types of professionals to states on the West Coast), and the sharply escalating social problems in Illinois that involve social welfare services.

A similar survey was conducted in Wisconsin in the fall of 1967. In nearly all comparable cases, the responses were similar to those in the Illinois survey. Some of the key findings in Wisconsin were:

1. that 78.8 per cent of the respondents felt that social welfare needs were unmet in their communities due to lack of qualified personnel,

2. that 23.7 per cent of the budget positions requiring a master's degree were unfilled,

3. that a 22.6 per cent increase in five years in such positions is projected, and

4. that at present rates of supply, however, it would take over two years just to fill the present vacant positions.

The Illinois survey described above did not include the field of school social work. Comprehensive data about manpower needs in this new and burgeoning field were obtained directly from the Director of the School Social Work Department of Guidance Services in the Office of the Superintendent of Public Instruction. Essentially stated, the present shortage of school social workers is extremely critical; present trends will increase the shortage, and there is no prospect of alleviating the situation to any significant degree. As recently as 1950, only 89 school social workers were employed in 72 school districts. In response to the increased recognition of the need for these services, approximately 500 workers are now employed in 120 school districts (most employed by a single district, but some workers shared by two or more small districts). Under the *School Code of Illinois,* such workers are now required to hold the MSW.

The Office also surveyed the records of presently employed school social workers and found that slightly more than one half had received their MSW from Illinois institutions.

According to a communication from the Department of Pupil Personnel Services in the Office of the Superintendent of Public Instruction, a total of 1,100 school social workers will be needed to provide adequate service. When Section 14 of the *School Code* (requiring each district to employ a school social worker) goes into effect in September, 1969, about 600 workers will be needed in addition to the 500 employed this year. The Office has, as of April, 1969, also received notification of about 200 current vacancies for school social workers despite the fact that it has no placement service. The number of vacancies at the present time is estimated to be at least 300. This number, along with those found in the Illinois Social Work Agency Survey, brings the total number of known vacancies in Illinois for persons holding the MSW to at least the range of 700 to 900.

Supply Versus Demand in Illinois

A formidable gap exists between the present and projected supply and the need for social workers in Illinois. This situation reflects the national picture.

> . . . . Comparison of the projected needs for professionally educated workers and current output of schools, both nationally and in Illinois, shows a considerable imbalance. Irrespective

of the estimate of need used or the standard upon which projected planning may be based, it seems obvious that the social services will continue to employ all the social workers schools can produce in the near future and avidly press for more.[8]

This general statement is buttressed by the critically inadequate enrollment trends of the 64 accredited schools of social work in the United States. A comparison of the growth in enrollment, as shown in Table 2, with the needs outlined in the preceding section shows that the need continues to outdistance the supply.

TABLE 2

ENROLLMENT OF FULL-TIME GRADUATE STUDENTS IN U.S. SCHOOLS OF SOCIAL WORK, 1960-1967 [a]

Year	Number Enrolled	Percentage Increase
1960	5,136	- -
1961	5,496	7.0
1962	6,039	9.9
1963	6,592	9.2
1964	7,366	11.7
1965	8,380	13.8
1966	9,560	14.1
1967	10,436	9.2

[a] As reported annually in *Statistics on Social Work Education*, Council on Social Work Education, New York.

A special Deans' Advisory Committee to Federal Agencies of the CSWE proposed to the Secretary of HEW in 1966 that existing schools triple their enrollments in the 1965-1975 decade and that 28 new schools be started. Such goals, if attained, would produce about 97,000 graduates by 1975, as compared with the 33,000 projected by current trends. But even an increase of this magnitude would fail to meet the 170,000 needed by 1970.[9]

The continuing nationwide shortage has important implications for the situation in Illinois. The manpower shortage in Illinois will exist in a context of persistent shortages of varying intensity in other states including those adjoining Illinois. As noted in the preceding section, most of the social workers in the Illinois agencies surveyed received their MSW from an Illinois university. There are no reliable current data on migration of social workers to and from Illinois. However, a recent review of Illinois social work manpower stated that: "There is some evidence, however, that we may lose more of our graduates than the persons we recruit from the outside . . . ."[10] This statement is consistent with the fact that although Illinois was third among the states in enrollment in schools of social work in 1965,[11] it ranked fourteenth in relative deficiency of social workers to population.[12]

Thus, even though Illinois schools have supplied enough social workers to maintain a preponderance over persons who earned their MSW elsewhere, the out-migration of those earning their MSW in Illinois overbalances the in-migration of those who earned their degree in other states.

In Illinois there are three accredited schools of social work, the Jane Addams School of Social Work at the University of Illinois, the School of Social Service Administration at the University of

[8] Lela Costin and Mark Hale, *Manpower for Children's Services*, Working Paper, Illinois Committee for White House Conference on Children and Youth (Springfield: Commission on Children, February 27, 1968), p. 6.

[9] U.S. Department of Health, Education, and Welfare, *Closing the Gap in Social Work Manpower*, p. 79.

[10] Costin and Hale, *loc. cit.*

[11] Council on Social Work Education, *Statistics on Social Work Education: November 1, 1966, and Academic Year 1965-1966* (New York: Council on Social Work Education, 1967).

[12] NASW and CSWE, "Your Stake . . . in the Social Work Manpower Crisis."

Chicago, and the School of Social Work at Loyola University. In addition, the Division of Social Work Education at George Williams College offers the MSW and is in the process of gaining full accreditation. Table 3 shows enrollment growth since 1960 in the three accredited schools.

TABLE 3

ENROLLMENT OF FULL-TIME GRADUATE STUDENTS IN ACCREDITED ILLINOIS SCHOOLS OF SOCIAL WORK.[a]

Year	Number Enrolled	Percentage Increase
1960	362	- -
1961	379	4.7
1962	401	5.8
1963	444	10.7
1964	490	10.4
1965	584	19.4
1966	637	9.1
1967	745	16.9
1968	824	10.6

[a] *Statistics on Social Work Education*, CSWE, New York; 1968 data as reported, December, 1968.

A special survey for the Committee was conducted of all four Illinois schools of social work. The survey consisted of questions directed to the chief administrator of each school on the number of graduates (past, present, and future), placement of graduates, applicants denied admission, and drop outs. The following are highlights of the information obtained:

1. Number of MSW graduates over the past five years:

1963-64	224
1964-65	237
1965-66	289
1966-67	292
1967-68	342

2. Number of MSW graduates 1968-69: 421 (estimated)

3. Number of projected MSW graduates over the next five years: Loyola and Chicago expect no substantial increases over their estimated graduating classes this year of 55 and 176, respectively; George Williams plans to graduate 30 per year; the Jane Addams School expects the following annual totals beginning with 1969-70: 199, 216, 243, 262, and 290.

4. Estimates of the ratio of job placement notices to uncomitted graduates ranged from 7 to 1 to 16 to 1.

5. In aggregate, the four schools admitted this year about half of their applicants. This represented an increase in proportion of admissions, attributed to the draft and other factors.

6. The current drop-out rate of about 10 per cent is not markedly different from the past five year experience.

It will be recalled from the preceding section that a conservative estimate of the number of current vacancies requiring the MSW is between 700 to 900. Even assuming that the immigration of MSW degree holders balances the number of Illinois MSW graduates leaving the state this year, the estimated 421 graduates would fill only half of the need. The projected increases in number of graduates, although substantial, are not likely to close the gap between the numbers needed over the next five years.

About 200 colleges and universities throughout the country offer undergraduate social welfare courses and are members of CSWE. Approximately twice that number offer such courses, but are not CSWE members. In Illinois, the following colleges offering undergraduate social welfare courses are CSWE members: Augustana, George Williams, Illinois State University, Illinois Wesleyan University, Roosevelt University, Southern Illinois University (at both the Carbondale and the Edwardsville campuses), University of Illinois, and Wheaton College.[13] Many other Illinois colleges offer such courses; often they are not so named, but are part of the course offerings of sociology and other departments. Many of the graduates of programs offering these courses enter social welfare employment directly; many others enter graduate social work programs. However, there are no reliable data on what percentage these are of the total number who took such courses as undergraduates.

As of the academic year 1968-69, three types of subbaccalaureate occupational programs related to social welfare are offered by Illinois public junior colleges. These are "Social Service Aide," "Residential Child Care," and "Mental Health Aide." The first of these prepares persons for jobs supporting case workers in the areas of children and family services. The second relates to employment in child care centers or nursery schools, and the third prepares workers to support professional staff in the area of mental health. As of April, 1969, 13 such programs were offered in 11 different junior colleges.[14] Many of these junior colleges have expressed intent to add additional programs, and other junior colleges plan to establish such programs.

[13] Council on Social Work Education, "Colleges and Universities offering Undergraduate Courses with Social Welfare Content," pamphlet (New York: Council on Social Work Education, January, 1968).

[14] Illinois Junior College Board, *Survey of Career Programs in Illinois Public Junior Colleges, Fall Term, 1968* (Springfield: Illinois Junior College Board, January, 1969), pp. 7-9.

IV. DOCTORAL LEVEL EDUCATION

Need

Recommendations for an increase in social work personnel for the social service field depend on a similar increase in social work educational resources. One of the most critical shortages here is the limited number of faculty members available to staff new schools and programs and to expand existing programs. Directly related to this shortage is the low volume of doctoral education in social work.

In 1967 there were only 17 U.S. institutions that offered doctoral programs in social work with a total post-master's enrollment of 258. Of these, a small proportion are in "third-year" programs that terminate without award of a doctorate. The number of doctorates awarded by the individual schools in 1966-67 ranged from one to six with the exception of one school that awarded ten that year.[15] The University of Chicago has the only doctoral program in Illinois. That institution awarded three doctorates in 1966-67. The average for the University of Chicago was 3.6 for the period 1962-67.

A committee of the Council on Social Work Education in 1966 estimated that in the decade 1966-75 at least 1,200 more personnel with doctorates in social work would be needed.[16] To meet such an increase, existing doctoral programs would need to increase the graduation of candidates to an average of six each per year (a 50% increase over 1966-67) for the ten-year period, and new doctoral programs would be needed to produce 180 graduates more within the decade.

Recommendations

The Committee recommends that:

1. A doctoral program be established by 1971 at the latest at the University of Illinois Jane Addams Graduate School of Social Work. Support for such a program be provided through the regular budget procedures for the University and the Illinois Board of Higher Education.

Comment

Of the forty-eight universities with accredited schools of social work not presently offering doctoral study, probably none has greater institutional strength or other resources to establish such a program than the University of Illinois. The University has an established reputation for doctoral and professional education. In terms of population, income, and need for social services, no other state has greater need for doctoral level social work than Illinois. Last year the Jane Addams Graduate School of Social Work was tenth in the country in enrollment and faculty, and this year it may be sixth in enrollment. The program at the School has developed to the point where the next logical step is the establishment of doctoral study and an expanded research program.

2. Expanded doctoral study at the University of Chicago School of Social Service Administration be supported through a system of direct grants to the School on a per capita basis not less than the amount of subsidy recommended in the Health Education Study for medical students who are Illinois residents. These be annual operating grants that would vary with the number of additional Illinois residents enrolled.

Comment

The School of Social Service Administration at the University of Chicago has the longest history of social work doctoral education in the country and a place of recognized leadership in the field. In 1967 the School was third in enrollment and faculty in the country. The School should be encouraged to increase its doctoral program in order that the state might benefit from the experience of the faculty in providing such study.

15 Council on Social Work Education, *Statistics on Social Work Education: November 1, 1966, and Academic Year 1965-1966* (New York: Council on Social Work Education, 1967).

16 Council on Social Work Education, *Report of the Dean's Advisory Committee to Federal Agencies* (New York: Council on Social Work Education, April 28, 1966).

V. MASTER'S DEGREE LEVEL EDUCATION

Need

Automation, increasing population, migration, war tension, and polarization between social groups are among factors contributing to the forces which could disintegrate our society. Needed are not only more social workers for direct service but also well-qualified senior staff able to assume supervisory and training functions. Schools of social work prepare people for direct service practice and to take supervisory and administrative posts through the Master of Social Work curricula.

The curriculum of a school of social work is integrated to equip the prospective professional worker with the tools needed to serve individuals, groups, and communities in a range of circumstances, helping them to develop problem-solving ability and to cope more effectively with environmental demands and to utilize opportunity for creative experience.

The learning experience incorporates three interrelated elements of the professional methodology: scientific knowledge, philosophical assumptions, and the art of professional use-of-self, to the end that graduates shall understand and master the concepts and the principles central to social work practice, able to become professionally functioning persons, working within and contributing to the achievement of social welfare objectives and to the development of the profession.

The MSW curriculum links theory and field practice and includes sequences in human behavior and social environment, social welfare, policies and services, social work methodology, action-oriented research, administration, and supervision.

Schools of social work have the objective of providing professional education resulting in practitioners with grasp of the systematic body of theory, accepting the authority inherent in the possession of the professional methods and the community sanctions implied therein. The graduate has been helped to understand and to accept the professional code of ethics that binds him to ethical conduct and to assume responsibility for participation in the professional association with its people-serving norms and values.

As shown in section III, an insufficient number are graduated from such MSW programs each year to meet the demands of public and private social service agencies seeking to serve residents of Illinois.

There is a close relationship between financial resources and high quality and volume in professional education. Adequate financing is basic to establishing, maintaining, and expanding graduate social work schools, as well as to locating field placements and recruiting well-motivated prospective students regardless of their own economic status.

Recommendations

The Committee recommends that:

3. State funding be provided for early establishment of a graduate school of social work at Southern Illinois University. Planning begin as soon as feasible, preferably July 1, 1969. Prior to admitting students, financial support be made available:
   a. to involve consultation from the Council on Social Work Education in helping that institution conduct a feasibility study,
   b. to recruit administrative personnel and core faculty,
   c. to provide for a year's preparation of curriculum,
   d. to recruit additional faculty (insuring an appropriate faculty-student ratio) prior to e below, and
   e. to project a plan for adequate financing of the program.

Comment

Early implementation is essential because the Council on Social Work Education's Commission on Accreditation has instituted a plan requiring a three-year lead time in which recruitment of administrative personnel and core faculty, development of a curriculum, and recruitment of additional faculty must take not less than a year's time and occur prior to admission of qualified students with adequate finances. It is essential that the state be the chief source of initial and continuing support.

Documentation of the relatively critical downstate need for a graduate school of social work is found in section III.

4. Funding be provided to enable the University of Illinois to establish additional field teaching centers as local area needs dictate and enrollments justify.

Comment

Presently, such centers are located in Springfield and Peoria. Potential locations might include Bloomington, Kankakee, Moline, Rock Island, or Rockford. Concentrations of at least four to five agencies would be needed for field placements for each center. Some centers might ultimately develop sufficient strength out of which could be developed separate schools of social work.

Graduate education in social work is more likely to develop with a high level of scholarship when it is associated with a university having other graduate and professional programs in such areas as the social and behavioral sciences, law, medicine, and the humanities. The collective influence of such major resources on a school's curriculum can make the difference between what is passable and what would be considered superior education. In such a setting, a continuing supply of qualified faculty is best developed and retained and access to community resources insured.

The Council on Social Work Education with its "New Schools Project" is the prime recommended resource for the planning of feasibility studies by the Illinois Board of Higher Education regarding location, focus, and standards for new schools and for branches of existing schools.

5. Expansion of master's level study at nonpublic schools of social work be supported through a system of direct grants to the school on a per capita basis not less than the amount of subsidy recommended in the Health Education Study for medical students who are Illinois residents. These be annual operating grants that would vary with the number of additional Illinois residents enrolled.

Comment

These grants would help alleviate any shortage of funds that in some cases (perhaps all) inhibits nonpublic schools from rapidly expanding their enrollment. These funds can also make it possible to increase the number of properly qualified field instructors. Such funds can also make possible the creation of branch settings for social service agencies willing to cooperate in a field placement program, but not presently in an advantageous location.

Attention must be given to the saturation possible regarding field instruction placements when the proposed expansion takes effect. Private agencies in the Chicago area represent potential for additional field placements at the present time. The federal government's requirement for field work at the undergraduate level where funding is involved needs careful review by the Advisory Committee (see section X following).

VI. UNDERGRADUATE LEVEL EDUCATION

As society has become more complex, the extent and the variety of social problems have considerably increased. In correlation, the need for social welfare personnel has also increased. Other sections of this report have substantiated that there is now and will continue to be in the foreseeable future a critical shortage of social workers. The wide variance between the personnel supply and societal demands for social service will continue to grow unless some alternative measures are utilized to assure that greater numbers of social workers are available. Although professional schools of social work have made a concerted effort to produce more social work manpower by extending their enrollments and by implementing innovative educational programs designed to reduce the amount of time required for earning the master's degree, it is clear that these measures are not sufficient. Therefore, the profession has involved itself in an exploration of other alternatives. One such alternative is the purposeful inclusion and use of social workers with less than a master's degree.

Persons possessing less than the established professional credential of a master's degree have been employed in the field of social work, but they have been considered to be more of an adjunct than an integral component of the work force. However, the social work profession is now attempting to evolve a job classification scheme that will stratify the many functions performed by social workers into a variety of job groupings. In turn, these groupings are being correlated with requirements of varying levels of skill and academic preparation. In this way, workers with less than master's degree education can be appropriately integrated into social welfare staffing systems and assigned to jobs that they can capably manage within well-defined performance expectations.

Baccalaureate Level Education

Need

Because of the wide variety of "courses," "offerings," "specializations," "concentrations," and "sequences" in the United States as a whole, it is difficult to obtain accurate, comparable data pertaining to these programs. Hence it is a most difficult and complex task to describe accurately the current picture of undergraduate social welfare education in Illinois.

It seems obvious, however, that there is considerable interest in this topic, as the number of colleges and universities offering social welfare or social work courses or programs at the undergraduate level has significantly increased in recent years. For example, Sherman Merle found that 529 colleges and universities in the United States were offering social welfare courses at the undergraduate level in 1965.[17] The constituent members of the Council on Social Work Education offering undergraduate courses with social welfare content increased from 136 in 1965 to 204 in 1967. According to Merle, in 1965 there were seven colleges and universities in Illinois that reported offering specific undergraduate programs in social welfare (termed "defined programs"), and there were an additional fifteen institutions that offered at least one social welfare course at the undergraduate level.[18]

Although there is considerable variation in size, rationale, organization, and focus among the various undergraduate social welfare programs and offerings, the general objectives are:

1. to contribute to the enrichment of general education by helping students know and understand social welfare needs, services, and issues;

[17] Sherman Merle, *Survey of Undergraduate Programs in Social Welfare: Programs, Faculty, and Students* (New York: Council on Social Work Education, 1967) and Arnulf M. Pins, *op. cit.*

[18] Merle, *op. cit.*, pp. 67-71.

2. to prepare students for graduate professional social work education;

3. to prepare students for immediate employment in social welfare positions not requiring graduate social work education; and

4. to contribute to the preparation of students for graduate professional education or for immediate employment in one of the human service occupations. [19]

The emphasis given to one or more of these goals is dependent upon the particular orientation and rationale of the institutions and persons offering the social welfare courses. It is generally recognized, however, that social welfare courses at the undergraduate level provide an opportunity for students to become more aware of the broad concerns and the complex issues involved in social welfare. Thus students with a wide variety of career goals and interests have the opportunity to explore the implications of social welfare as a social institution and to assess the value base, the goals, and the historical development of social work as a profession. Such exposure to social welfare content at the undergraduate level is based on the assumption that a valuable component of liberal education consists of an opportunity for the student to develop a greater awareness of the nature of himself and his society, an acquaintance with those things valued by his society for its members, and a knowledge of the services various societies have established to enable people to develop their capacities and strengths.[20] Although the primary focus of such offerings is not to recruit personnel for the broad areas of social welfare, it is obvious that a number of students are attracted to careers in the helping professions through their exposure to and participation in undergraduate social welfare offerings.

According to Merle's findings, approximately 20 per cent of the students in the United States who successfully complete the undergraduate social welfare "defined programs" enter graduate professional schools of social work, and nearly 50 per cent (unduplicated count) enter employment in social welfare.[21] One impression that might be drawn from these findings is that if undergraduate social welfare education continues to expand, and it appears that it will do so, there will need to be a comparable expansion of educational opportunities at the graduate level to accommodate those who seek and qualify for graduate education in social work.

In order to assure the citizens of Illinois a sufficient quantity of opportunities for undergraduate social welfare education of high standards and to provide for the training of critically needed personnel for social work and social welfare in Illinois, the following recommendations are presented for consideration to the Illinois Board of Higher Education.

Recommendations

The Committee recommends that:

6. The Illinois Board of Higher Education encourage and support those colleges and universities offering courses and/or "defined programs" in undergraduate social welfare to work toward meeting the criteria for constituent membership in the Council on Social Work Education.

Comment

Such criteria allow for considerable flexibility of program, while at the same time they contribute to the establishment of higher standards of social work education at the undergraduate level. Such criteria also make possible a more meaningful continuum between undergraduate and graduate education in social work.

7. The Board of Higher Education encourage each college or university offering welfare cur-

19 Pins, *op. cit.*, p. 6.

20 Mereb E. Mossman, "Current Social Service Education: Developing Structures" in *Observations on Undergraduate Social Welfare Education* (New York: Council on Social Work Education, 1966).

21 Merle, *op. cit.*, pp. 25-28.

riculum to designate a faculty member to serve as a counselor for students who are preparing to enter or who have potential interest in the social welfare field. Preferably, the counselor would have experience and/or education in the field but in any case should be in an academic discipline closely allied with social welfare. Some of his general responsibilities should be:

a. advising students about courses that will best prepare them for immediate entry into the social welfare job market and/or those courses that will best prepare them for further education in social work,

b. helping students to identify realistically their level of potential for career line movement within the social work profession,

c. informing students about specific opportunities that are available within the local community and within the field in general, and

d. establishing a bridge between students and social agencies by assisting students in applying for employment in various social welfare agencies and by informing students about Summer Trainee Intern Programs.

Comment

At the present time, many colleges/universities have such a person informally fulfilling this function, but there is a lack of status and focus to such efforts. Many potential social service students are lost for want of specific information and encouragement regarding professional education. It is felt that implementation of the recommendations listed above will provide the necessary mechanisms for the educational institutions in Illinois to respond most effectively to these issues, to contribute to the acute manpower shortage in social welfare, and to provide quality education for those persons seeking careers in this field.

Community College Level Education

Need

It is recognized that community colleges have an essential role to fulfill in providing formal education programs for persons who may fill entry level and technical positions in the social welfare field. The use of community college-trained personnel as family welfare, day care, homemaking, and community services technicians will allow for more effective use of professional social workers and a higher degree of specialization of services within the field. For example, more baccalaureate degree workers can be available for delivery of supportive environmental services and more master's degree workers can be available for assignments in intensive therapeutic treatment, supervision of direct services, administration of agencies, and broad social planning. Depending upon the assessed potential of the various community college graduates, the technical jobs may be terminal employment or an experiential steppingstone to further education in social work. It is generally agreed that persons assigned to such jobs should have the benefit of the best career guidance and supervision that employing agencies can provide.

The unique characteristics of community colleges (especially, general responsiveness to local needs, little or no tuition costs, flexible and comprehensive curricula) provide an optimal opportunity for recruiting and developing the potential social work manpower represented by persons who, for various reasons, lack educational qualifications and/or financial means to enter senior colleges. Community colleges are especially well suited for retraining persons for new careers. In addition, local community colleges can more likely reach the culturally disadvantaged, chronically unemployed, and presently underemployed persons who represent a potential source of the manpower needed for social work.

As community colleges become involved in training for the social services, purposeful planning must undergird the development of their educational programs. The curricular content must be appropriately designed to equip students with a sound academic and philosophical context and at the same time to equip them with adequate knowledge to begin work immediately as qualified social welfare technicians. At the present time, community college programs are not sufficiently articulated with undergraduate or graduate social work education. This fact poses several major problems: graduates from community college programs often have misconceptions about the positions available to them and the extent of preparation represented by their educational accomplishments; persons transferring to undergraduate schools often question the need to take courses dealing with the social welfare content to which they have had some previous degree of exposure; some graduates have taken so many courses at the community college level that they have precluded themselves from entering the social welfare sequence at the baccalaureate level.

Recommendations

The Committee recommends that:

8. The Board of Higher Education appoint an ad hoc Task Force comprised of Illinois Junior College Board staff, staff of the Board of Higher Education, and social work educators to study and to coordinate the development of community college programs in social welfare and their articulation with the baccalaureate degree programs. The appointed Task Force report its findings and recommendations to the Social Work Advisory Committee (see section X following) for review and action, such report to be completed within one year from the date of the appointment of the Task Force.

9. The Board of Higher Education encourage the Illinois Junior College Board to seek advice and counsel from the graduate schools of social work in Illinois and the Council on Social Work Education in relation to design and content of new and existing social welfare education programs to assure that the education provided to students is appropriate to the available jobs and job performance expectations within the field.

10. The Board of Higher Education encourage the Illinois Junior College Board to assure that each community college offering a social welfare curriculum designates a faculty member to serve as a counselor for students who are preparing to enter the social welfare work force. Although this counselor need not be a professional social worker, he should be knowledgeable about the social welfare field through experience and/or education. Some of his general responsibilities should be similar to those listed for the baccalaureate level college counselor under Recommendation 7.

VII. ENROLLMENT EXPANSION: RECRUITMENT, STUDENT FINANCIAL AID, AND GENERAL EDUCATIONAL SUPPORT

Need

Many potential social service workers are blocked from entering or advancing in the field because of uncertain or inadequate finances required for further education. It is important that any expansion of the needed recruitment effort be supported by a plan for financial assistance providing for tuition plus living expenses of both students and their dependents.

Recommendations

The Committee recommends that:

11. The Board of Higher Education provide funds so that the present schools of social work can move to meet clear and present needs by doubling their present enrollments by 1975 and that the new recommended school at Southern Illinois University can be encouraged and supported to expand its capacity as rapidly as possible. If possible, present enrollments be tripled by 1980, through further increase in the rate of growth and/or the establishment of new schools.

Comment

It is recognized that this rate of growth may be too great to accomplish. However, the Committee wishes to set forth this goal as that which is absolutely necessary to meet the manifest needs in Illinois. At the same time, it must be clearly understood that this goal is not to be reached at the price of dilution of quality.

12. The Advisory Committee (see section X following) be charged to review existing recruitment efforts and to coordinate and expand them where necessary.

Comment

There are agency recruitment efforts of merit, including summer career programs by the Department of Public Aid and the Welfare Council of Metropolitan Chicago. However, many major agencies have no formal recruitment program. Coordination of efforts would effect economies and hike response.

13. A loan program be established for students in social work curricula to cover living expenses, dependents' allowance, and tuition. Such loans be repaid in cash plus interest or by professional practice in the state following graduation. Such repayment be on a year-to-year basis for each year a loan is made. The program be administered by the Illinois State Scholarship Commission.

Comment

A loan program would enable to pursue such careers a large number of students who otherwise might be deprived of this career choice because of financial limitations. The availability of such assistance might serve as a significant impetus to meet the current manpower crisis in social welfare. This need is particularly acute in the encouragement of doctoral study. Adequate student aid for doctoral study is basic to any expansion of advanced study in social work. Advanced study is usually undertaken only after a period of professional practice following the award of the MSW degree. Thus candidates have frequently assumed responsibilities for a family with the accompanying increased living expenses. For advanced study to be real for such people, adequate provisions for family and personal support must be available to them.

14. Block grants be made to public and nonpublic graduate schools of social work education based on the number of Illinois students, and such block grants include in addition to the instructional costs provision for financial assistance to students including payment of tuition and fees, living costs, and dependents' allowance.

Comment

This recommendation is based on the assumption that graduates of a professional school of social work are more likely to practice their profession in their state of origin than are graduates who came to the school from out of state. This assumption has precedence in the recommendations of the report to the Board of Higher Education on Education in the Health Fields. The block grants are intended to encourage the schools of social work to identify and to enroll additional students for whom they do not now have sufficient supporting funds.

15. The Board of Higher Education provide subsidy for the recruitment of social welfare students from culturally disadvantaged and minority groups.

Comment

In years past, minority groups have not had the same chances to obtain the advantages of professional education, including those of social work. To overcome this disadvantage, special recruitment efforts and financial support are necessary. It is anticipated that the Advisory Committee (see section X following) could be helpful to schools in recruitment designs. Selection of students would remain a function of the schools of social work.

16. The Illinois State Scholarship Commission expand its programs of financial assistance to students to include graduate social work education. Such assistance include tuition, fees, living costs, and dependents' allowance.

Comment

In order that Illinois students with unusual promise be attracted to professional education and a subsequent career in their home state, it is essential that a system of competitive scholarships be established on a statewide basis to cover tuition plus living expenses and dependents' allowance for use by all graduate schools of social work in the state.

VIII. CONTINUING EDUCATION

Need

Professional education represents only the beginning of knowledge, understanding, and skill for the individual entering a career of professional practice. The quality and the effectiveness of any professional service will reflect the extent to which the individual practitioner can keep abreast of emerging and changing needs of professional service and new knowledge relevant to professional practices and methods. Continuing education for practitioners is therefore a basic part of any complete program of professional education.

Not all workers in social welfare have full educational preparation needed for the responsibilities they carry. Under this condition, continuing education has an even more significant role to fulfill. Curricular development and program planning pose formidable challenges to continuing education in meeting learning needs of a highly diverse population of workers in terms of experience and training.

Recommendations

The Committee recommends that:

17. The Board of Higher Education provide adequate funds to enable social work education to meet its continuing education responsibilities.

18. The Board of Higher Education help establish and maintain the continuing education role of educational institutions and social welfare agencies through support of the activities of the Social Work Advisory Committee and the Social Welfare Educational Research Bureau recommended herein (see sections IX and X following).

Comment

Since social welfare employs people at several levels of formal educational preparation, continuing education must be responsive to differences in needs of workers or a variety of learning experiences. Likewise, since social agencies are extensively engaged in staff development programs, continuing education activities of educational institutions should be articulated with section agency efforts.

In order to use limited educational resources most efficiently, the appropriate role of the community college, undergraduate education, graduate and professional education, and social agencies instruction should be clearly defined. Duplication of efforts should be avoided.

Flexibility and variety in learning opportunities should be hallmarks of the continuing education program. Extension courses, short courses, workshops, institutes, conferences, correspondence work, and part-time study—all have a place in such a program. One question to which particular attention should perhaps be directed, for example, by the Advisory Committee (see section X following) is the extent to which part-time study in degree programs might be afforded employed workers through continuing education and extension services.

IX. RESEARCH AND INNOVATION

Need

The thrust for developing "career ladders" and using differentially trained personnel for service delivery is of fairly recent origin in social welfare. As a result, the field is asked to plan educational programs for welfare technicians, case aides, referral agents, etc., at the community college level before job definitions and differential tasks have been standardized for such positions. The same is true at the baccalaureate degree level in relation to professional degree preparation. Although agencies have long used people with less than graduate professional education, they have tended to shape them in the mold of the professional through in-service training in relation to the particular function of the agency. The system has produced, therefore, a large group of workers whose training reflects no standardized direction, unity, or coherence. Also, educational programs at different levels tend haphazardly to replicate professional education. Thus some community college programs include the same social work courses as baccalaureate degree curricula without the general education base. And the latter programs frequently seem to be almost course by course the same as some masters' programs. Field experience, field work, and field learning are frequently provided at all three levels; and students report difficulty in distinguishing between them in their nature and content. Such a haphazard system is redundant and inefficient and may promote vocationally oriented, superficial, how-to-do-it practice inadequately based on sound, conceptual general education and scientific knowledge. To avoid such undesirable outcomes will require continued study, demonstration, and curricular development.

New needs, services, and knowledge are changing social work practice at an increasing rate. Such changes have their counterpart in education and in training for the field. Many of these changes call for new technology in treating personal and social ills. To meet the manpower problem suggests the need for continuing search for more efficient use of educational resources, innovation, and new kinds of learning experiences for students at all levels. All of these underscore a need for research and development in social work education and training and in social welfare policy insofar as it relates to manpower.

Recommendations

The Committee recommends that:

19. The Board of Higher Education fund the development of a Social Welfare Educational Research Bureau to be administered by the University of Illinois Jane Addams Graduate School of Social Work. This Bureau be funded through regular sources of state appropriations for higher education and/or through whatever other funds can be developed by the University.

Comment

Funding should be sought by the Bureau from federal agencies, private foundations, and other sources to support specific projects, research studies, and other activities.

20. The Bureau be staffed by faculty members of the School who would cooperate with social

agency personnel and faculty from other colleges and universities as appropriate in carrying out particular projects, research, demonstrations, etc.

21. The functions of the Bureau include:

    a. cooperating with social agencies and colleges through consultation and joint study and demonstration on problems of manpower recruitment, use, and training.

    b. making empirical and other investigations of roles and functions of personnel at all levels of activity within the welfare field and determining the educational and training content appropriate to these roles and functions;

    c. developing and validating curricula and training programs for use at the community college, baccalaureate, professional, and graduate levels in higher and continuing education and for use in agency in-service training programs; and

    d. studying social work technology, delivery systems, and social policy in order to develop new technology, to incorporate new knowledge, to improve service, to test innovations, and to enhance social work education and practice at all levels.

Comment

Such a Center should represent in its core faculty competency in all social work practice areas including family and child welfare, public welfare, mental health services, and corrections social work. It should help in differentiating between in-service training, extramural teaching, and the various levels of higher education. It could develop teaching units, materials, syllabi, and learning experiences for agency use in staff development programs. It could help evaluate instructional programs and educational outcomes. It could help provide data useful in assessing programs, establishing priorities, and determining new public policy with respect to social work manpower. It should be university based so as to have the benefits of continuing interaction with a college of education, extension services, bureaus of instructional research, etc. It should be staffed with people who know practice, who have had experience in curriculum building and professional education, and who have research skills and interest.

X. SOCIAL WORK ADVISORY COMMITTEE

Need

In the last thirty years, social welfare programs have had a remarkable growth in this country. Accompanying such growth has been the use of personnel with a wide variety of educational preparation. Thus the field today recognizes the need to train people at all levels—technical, undergraduate, graduate professional, and advanced graduate—for work in social welfare services. The "career ladder" concept is gaining support as probably the most viable approach to a reasonable solution of the social work manpower problem. The Social Security Act Amendments of 1967 even require "the use of welfare recipients and other persons of low income as community service aides for the kind of jobs appropriate for them in the public assistance, child welfare, and health programs under the Social Security Act." However, "appropriate jobs" and roles for differentially educated personnel have yet to be well defined. Thus social work education in responding to this situation is confronted with a range of complex and perplexing questions, as likewise are agencies responsible for public educational and social welfare policy decisions.

In order to develop a coherent, unified, and effective plan for meeting social welfare manpower needs in Illinois, some body should be given the authority for continuing study of the manpower problem. Such an agency could help clarify the questions, evaluate proposals for meeting the problem, establish priorities for public attack on it, and help coordinate the private and public response to manpower needs.

Recommendations

The Committee recommends that:

22. A permanent Social Work Advisory Committee to the Board of Higher Education be established. The Advisory Committee be appointed by the Board and represent the public, social welfare agencies, and social work education at all levels.

23. The Board assign to the Advisory Committee such functions as:

    a. reviewing new educational programs for which public support is requested;

    b. periodically reviewing those programs in undergraduate social welfare education receiving direct or indirect support from public funds, such review to be oriented toward the integration of social welfare education at all levels and the development of innovations in such education;

    c. advising on and assisting with the articulation of the programs in social welfare for the two undergraduate degrees, Associate in Arts and Bachelor of Arts, and the Master of Social Work degree so that qualified students may move easily from one to the next higher degree;

    d. encouraging and facilitating use of the consultative services of the Council on Social Work Education by colleges and universities offering or intending to offer education in social work;

e. informing the Board each year concerning the condition of social work manpower supply and the need in the state through a review of new data and reports as they become available;

f. recommending public policy for provision of adequate social work manpower for social welfare services in the state;

g. helping identify critical areas needing research and helping implement studies to that end;

h. studying all possible sources of funds outside of state funds and making appropriate recommendations to secure the maximum of all such available funds; and

i. assuming other duties as assigned.

Comment

Such an advisory group as the above would serve in the future to provide for review and assessment of public policy matters associated with social work education by professional personnel, employing agencies, and representatives of the public including client groups. Such a group could also usefully serve as a stimulator for innovative educational programs. With responsibility for continuing review, the Committee would be in a good position to identify emerging manpower problems and to alert the field of practice and educational institutions to their import.

The Advisory Committee should satisfy itself that colleges and universities make maximum use of federal funds available for social work education, both funds available through matching grants to state social welfare agencies and funds available as direct grants from various administrations; institutes and bureaus of the Department of Health, Education, and Welfare; and other federal agencies.

XI. CONCLUDING OBSERVATIONS

The massiveness and the urgency of social work manpower needs in Illinois circumscribed the issues with which the Committee dealt and pervaded nearly all its deliberations. In a sense, it was unfortunate to be thus limited to only one large area of concern because the collective experience and knowledge of the Committee suggested capability for dealing with additional issues vital to the profession and the society it serves. The current ferment within the profession concerning the extension of professional functions to those with other than traditional levels of educational preparation, and other important problems, such as the maintenance of quality in the face of critical manpower needs, were extensively discussed and considered since they underlay nearly all aspects of the Committee's charge to deal with manpower needs. But ultimately it was realized that resolution of manpower needs was a full challenge to the Committee's capability and would indeed be a major accomplishment—one that would accord Illinois a leadership role in the provision of social services to its citizens and pre-eminence to the profession in Illinois. The Committee felt strongly that other vital issues should be dealt with on a continuing statewide basis, through a permanent group (the Advisory Committee) established to allow continuing dialog among academic personnel, professional social workers, governmental and private agency personnel, and others concerned with social work education.

APPENDIX A

NATIONAL MANPOWER NEEDS IN SOCIAL WORK

The following breakdown by needs of agency and by level is excerpted from the *1966 Annual Review* of the National Commission for Social Work Careers, jointly sponsored by the Council on Social Work Education and the National Association of Social Workers:

1. Personnel needs are expected to increase substantially in every professional field. According to the U.S. Dept. of Labor, social work offers one of the six best employment opportunities in the years ahead.

2. Since 1960, more than fifty pieces of federal legislation having impact on social work manpower demand have been enacted. Today an estimated 12,000 established positions for qualified social workers are unfilled.

3. For programs in which agencies in the Department of Health, Education, and Welfare are directly concerned, 100,000 more social workers with full professional education will be needed by 1970. (This is in addition to the anticipated increase of persons with baccalaureate level education who will enter social welfare.) For example by 1970:

   a. 95,000 social workers will be required in state and local public family welfare programs. About one third of these should have completed two years or more of graduate professional education.

   b. The 1,200 counties (out of 3,200) now having no child welfare worker should be staffed.

   c. At least 11,000 more workers with graduate professional education will be needed to staff probation and treatment facilities for children adjudicated delinquent.

   d. One specialist in social work services to the aging should be provided to each state and county, an additional 3,200 professionally trained workers.

   e. Educational authorities anticipate need of an additional 17,000 qualified school social workers.

   f. The 7,500 social workers employed in mental health establishments in 1963 must be more than doubled; 4,000 will be needed to staff the new comprehensive community mental health centers now being planned.

4. Expanding services of voluntary agencies require more social workers. For example, the Family Service Association of America, with affiliates in about 300 communities which currently employ 3,400 professional social workers, projects a need of 4,500 by 1970; and the Child Welfare League of America projects a need of 14,101 child welfare workers in voluntary agencies, an increase of 1,200 over 1965.[1]

The need for 17,000 school social workers by 1970 cited above illustrates the urgency of the need in nearly all fields of practice. Although some of the largest city school systems have employed social workers for many years, it is only recently that this use of social workers has mushroomed to include many thousands of positions, most of them as yet unfilled. As of 1967, there were only about 3,000 social workers in public schools in the country. Legislation in many states is being introduced to require the presence of such workers on the staff of most high schools. For example, the newly enacted Section 14 of the *Illinois School Code* embodies the Special Education Law enacted in 1965. This law is to take effect with the beginning of the school year in September, 1969. It stipulates that every school district must have a school social worker directly employed on its staff, either alone or in cooperative arrangement with another district. In the light of these developments, the estimate of 17,000 school social workers needed nationally may be very conservative. In 1964 the elementary and secondary public school population exceeded 41 million. To serve these pupils, there were between 2,500 and 3,000 school social workers, a ratio of one worker to between 13,500 and 16,000 children. If the need is projected on the desirable and effective ratio of one school social worker to each 2,000 students, the need is for 22,500 by 1969 and for 27,500 by 1970. A limiting factor in meeting this tremendous need is that relatively few schools of social work are geared to provide an expanded program of professional preparation in this area. This fact is due partly to the newness of the demand in its present dimension and to the continued pressure of shortages in all of the traditional fields.

[1] National Commission for Social Work Careers, *1966 Annual Review* (New York: National Commission for Social Work Careers, March 2, 1966), pp. 18-19.

APPENDIX B

AGENCY QUESTIONNAIRE FOR SURVEY OF SOCIAL WELFARE MANPOWER NEEDS

This questionnaire is to be filled out by agencies employing one or
full-time paid "social welfare" workers. The following definition o
"social welfare" personnel should be kept in mind throughout. (NOTE
your agency does not employ any full-time staff according to this de
tion, please indicate this below and return the questionnaire with y
signature in the enclosed envelope without completing.)

DEFINITION OF SOCIAL WELFARE PERSONNEL

Includes professional and sub-professional staff, primarily engaged
direct service to clientele, and supervisors and administrators of
such personnel, in social welfare agencies, and in social work or
social service departments of multi-service organizations. Example
of those included are:

- Social caseworkers
- Group workers
- Community workers
- Social work consultants
- Social work educators
- Family life educators
- Vocational counsellors
- Job training and placement workers
- Family and child welfare workers
- Medical and psychiatric social workers
- School social workers
- Intake and referral workers
- Probation workers
- Social planners and researchers
- Social welfare aides
- Social work assistants
- Social work technicians
- Community and field representatives
- Case aides
- Program aides
- Recreation and youth worke
- Relocation aides
- Homemakers
- Day care assistants
- Cottage parents
- Supervisors and Administrators
- Et cetera

(- of such personnel)

Excludes all clerical and maintenance staff, and major professions
other than social work, such as: law, psychology, medicine (doctors
and para-medical personnel such as nursing), accounting, education,
(teachers and their aides, attendance officers, school educational
counselors, institutional or day nursery teachers), et cetera. Also
excludes staff primarily engaged in fund-raising.

PLEASE COMPLETE AND RETURN WITHIN 7 DAYS
IN ENCLOSED ADDRESSED ENVELOPE TO:

A. IDENTIFYING INFORMATION

_____1. Name of Agency_____
_____2. Address_____Zip_____
_____3. Person Completing Form_____
_____4. Title_____
_____5. Branch or Department_____
_____6. Phone No._____Extension_____

B. PERSONNEL DATA

Note: The following questions refer to year-round (or program year) budgeted positions as of November 1, 1968. (Seasonal or temporary staff should be excluded.)

_____7. How many of these were "social welfare personnel?" _____positions (Refer to preceding page for definition.) The information requested here refers to all budgeted social welfare positions--whether filled or vacant, whether part-time or full-time, or whether occupied by professional or sub-professional staff. Also, exclude employees who work less than 10 hours per week.

_____ a) Of the above total, please indicate how many positions were filled?:_____
_____ b) How many full-time workers?_____
_____ c) How many part-time workers?_____
_____ d) Of the total in item 7, how many vacant?_____

_____8. Regarding the filled full-time positions, what was the highest educational level of the workers?

Total (from item 7b above):_____workers

_____ a) With high school diploma or less_____workers
_____ b) With some college (no degree) _____workers
_____ c) With college degree (BA) only _____workers
_____ d) With MA in Social Work (or beyond)_____workers
_____ e) With other MA (or beyond)_____workers

_____9. Again regarding the filled full-time positions (from item 7b above), what was the primary function performed?

_____ a) Administration (includes policy-making, planning, management) _____workers
_____ b) Supervision (includes direct supervision of staff, consultation, in-service training) _____workers
_____ c) Direct Service _____workers
_____ (i) To individuals or families _____workers
_____ (ii) To groups _____workers
_____ (iii) To neighborhood or community _____workers
_____ (iv) Other (Specify_____) _____workers

_____ 10. Regarding your workers with a Master's Degree in Social Work, approximately what per cent of these would you estimate took their graduate work in Illinois? (Check one): 0-24%_____ 50-74%_____
25-49%_____75-100%_____

_____11. Regarding the vacant positions (from 7d, above), what is the preferred educational level being recruited for?

Total (from 7d above)_____workers

_____	a) With high school diploma or less	_____workers
_____	b) With some college (no degree)	_____workers
_____	c) With college degree (BA) only	_____workers
_____	d) With MA in Social Work (or beyond)	_____workers
_____	e) With other MA (or beyond)	_____workers

_____12. Regarding your vacancies at the B.A. level (Item 11c above), how many of these are for "case aides" or "social work assistants?"_____

_____13. What is your policy and practice with respect to employing part-time workers (under 35 hours per week)? How has this worked out?

(Use additional sheets of paper if more space is needed)

_____14. The following items have to do with your staff turnover experience:

_____ a) Number of social welfare personnel who terminated employment for any reason, between Nov. 1, 1967 and Oct. 31, 1968? _____workers

_____ b) Number of social welfare personnel who were hired between Nov. 1, 1967 and Oct. 31, 1968?_____workers

C. PATTERNS OF STAFF UTILIZATION

_____15. What uses are you presently making of sub-professional personnel (staff with less than a Master's degree)? Describe the major functions performed by the following two educational levels:

_____ a) Some college but less than Master's degree

_____ b) High school diploma or less

_____16. Has your agency recently undertaken any "non-traditional" patterns of using professional and sub-professional staff in differential ways? (e.g. use of case aides; welfare teams; indigenous workers; etc.) Yes_____No_____

_____ If yes, please describe, and indicate how it has worked out.

D. FUTURE PLANS

_____17. a)Do you have any plans for new patterns of utilizing social welfare personnel in the immediate future?
Yes_____No_____

_____ b) If yes, please describe these plans.

(Use additional sheets of paper, if more space is needed)

_____18. In the future do you anticipate that the current <u>percentage of sub-professionals</u> on your staff (i.e., those with less than a Master's Degree) will remain the same_____, will increase ____will decrease_____. Please explain the basis for any change.

_____19 a) Do you plan to increase the number of budgeted positions for social welfare personnel <u>during 1969</u>? Yes____No____Don't know____

_____ b) If yes, how many additional positions?_____workers

_____ c) Of these, what are the preferred educational levels? (Give number for each)

_____ (i) With high school diploma or less _____workers

_____ (ii) With some college (no degree) _____workers

_____ (iii) With college degree (BA) only _____workers

_____ (iv) With MA in Social Work (or beyond) _____workers

_____ (v) With other MA (or beyond) _____workers

_____ d) What is the current status of these plans? (Check one)

_____ (i) Planned, but budget not yet authorized _____

_____ (ii) Planned and budget authorized but funds not yet assured _____

_____ (iii) Planned, authorized, and funds assured _____

_____20. a) Do you plan to increase the number of social welfare personnel in <u>1970 or beyond</u>? Yes_____No_____Don't know_____

_____ b) If yes, what year (or years) are you referring to? _____

_____ c) About how many additional positions? _____

_____ d) At what preferred educational levels? _____

Total _____ workers

_____ (i) With high school diploma or less _____workers

_____ (ii) With some college (no degree) _____workers

_____ (iii) With college degree (BA) only _____workers

_____ (iv) With MA in Social Work(or beyond)_____workers

_____ (v) With other MA (or beyond) _____workers

_____ e) What is the current status of these plans (Check one)

_____ (i) Planned, but budget not yet authorized_____

_____ (ii) Planned, and budget authorized _____

_____21. a) Do you have any plans for new patterns of utilizing social welfare personnel in the immediate future? Yes_____No_____

_____ b) If yes, please describe these plans.

E. <u>PROBLEMS AND PROSPECTS</u>

_____22. What impact, if any, has the social welfare manpower stituation had upon your agency? (Consider both administrative aspects and effects upon services to clients. Be as specific as possible, including facts and figures where available. Please add any further comments, or suggestions regarding manpower problems and solutions, using additional sheets of paper if necessary.)